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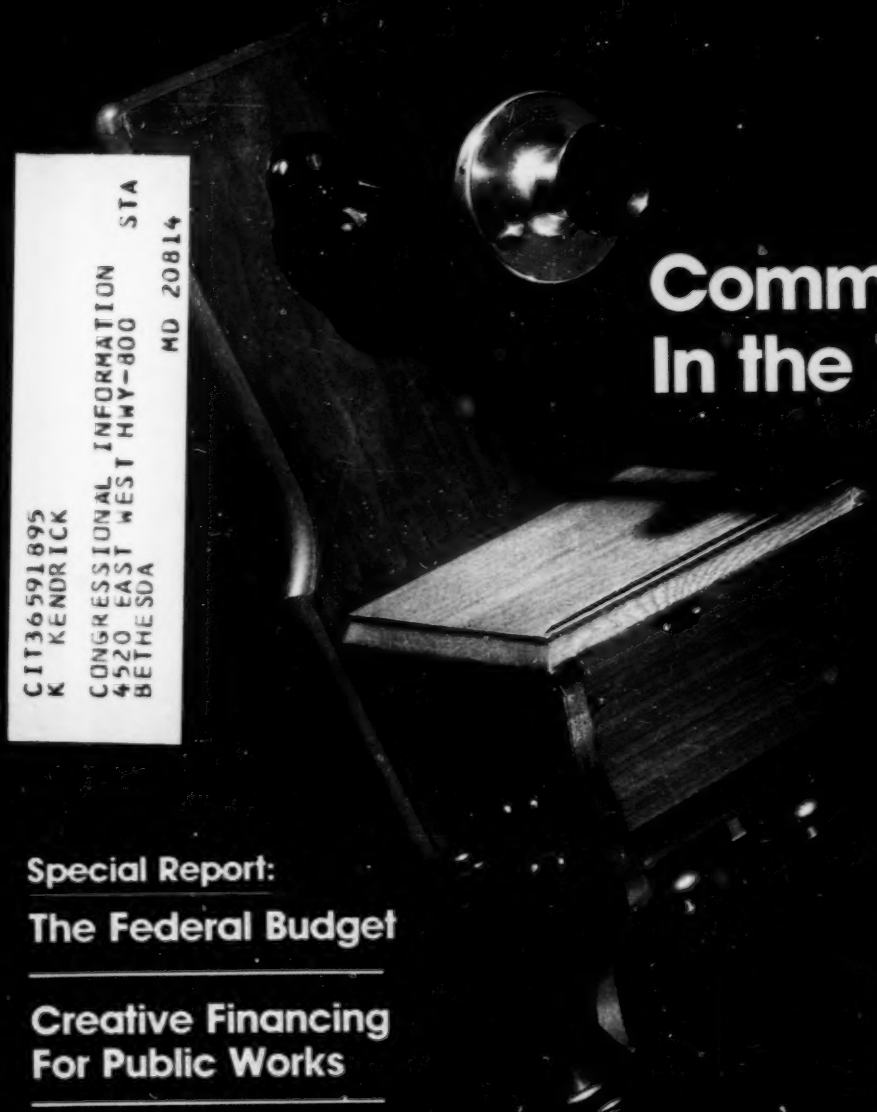
MARCH 1988

AMERICAN CITY & COUNTY



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Communicating In the 1990s

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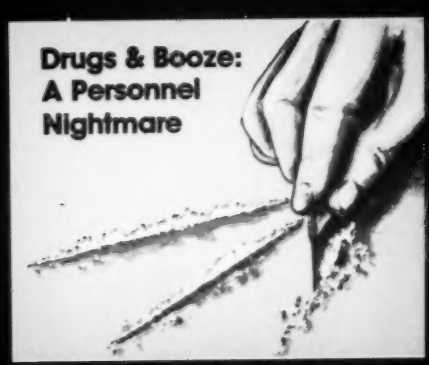

AMERICAN CITY & COUNTY®

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Cover photography by Sam Turner, Atlanta

Telephone courtesy of the Southern Bell Telephone and Telegraph Museum
Inset illustration by Brian Buxton

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ISSN-0145-337X

Confronting Substance Abuse

During the many hours three *American City & County* editors spent conducting a nationwide survey on substance abuse among local-government employees, for a two-part series beginning in this issue and concluding next month, two cities stand out for their uniqueness. For it was those two cities alone, out of 100 interviews with officials in communities of various sizes and geographic locations, where the answer to our question was, "No, we have no substance-abuse problem among our city workers." No drug or alcohol problems at all.

Such an ideal situation may exist. Or such an answer could be simply a knee-jerk reaction to a question surely troubling to mayors, city and county managers, department heads and other supervisors who manage the hundreds of thousands of municipal workers in America. Our survey, however, clearly shows there is a substance-abuse problem in the nation's cities. The problem is no worse than that experienced by American business, but given the fact government operations always are under close scrutiny, simply being as vulnerable as the general public is not a viable defense.

Government, because of its sensitive nature, must be better than the norm. The public expects proper behavior and government managers must strive to provide the most productive, efficient work force possible. Drug and alcohol abuse subvert that goal, and create public doubts about the dedication and effectiveness of the entire body of government employees, regardless of guilt or innocence. Government managers, in short, have a duty to do more to solve this societal problem than their counterparts in the private sector.

Assistant Editor Tim Darnell's report this month breaks new ground in identifying how serious a substance-abuse problem local governments have among their employees and how productivity is affected. Perhaps the most significant finding in his research is that so little is known, or has been documented, about this problem. He found no previous studies of this nature, nor any hard data like that presented in this issue.

This fact, in itself, is alarming. Managers of public employees need to know to what extent drugs and alcohol are affecting their operations. They need to know how to identify when a problem exists. They also need to know what solutions they can apply and what the legal considerations are.

Our interviews with top officials in 100 cities show 60 percent are experiencing lost productivity as a result of substance abuse. Ironically, however, only 48 percent say more money is needed for employee-counseling programs. On the positive side, 42 percent of those cities have programs to help employees with substance abuse.

One of the difficulties public managers face is in recognizing who their troubled employees are. Often, the drug or alcohol addiction reaches a critical stage before the problem is obvious. As one personnel director told us, "If the situation does not affect performance on the job, it is likely we won't be able to discover it."

Then there are the additional legal concerns to consider. Training of supervisors, therefore, both in identifying and correcting substance-abuse situations, should be a paramount consideration. Educational programs also can help, and should be directed at all employees, from managers on down. Substance abuse is not limited to the hourly worker; in fact, studies indicate those in management positions may be the most susceptible.

The next battleground will be in the field of drug testing, with all the legal pitfalls this relatively new procedure brings with it. Only 25 percent of the cities surveyed say they use pre-employment testing, with one observer characterizing this issue as having "municipal governments shaking in their boots." Testing can be expensive, and the results often are suspect. In addition, no one tests for alcohol abuse, which 94 percent of survey respondents cite as their most common form of substance abuse.

Testing is only part of the equation; education and counseling also are important if public managers are to address the problem adequately. Rarely will you find a community, or a private business, where there is a substance-free work force. Only by learning how to identify and address the problem can public managers hope to provide the productive and efficient government operation expected by the general population. □

— Ken Anderberg

ity to hold tax-exempt bonds by commercial banks also has contributed to the sharp decline in new issues of small-issue industrial-development bonds, she says. Industry analysts have indicated commercial banks historically purchased around 80 percent of such issues.

"Unfortunately," Ruth says, "provisions of the tax bill currently being considered by House-Senate conferees would further restrict tax-exempt financing, discourage investors and raise the cost of borrowing for local and state governments."

SURVEY SPOTLIGHT

Will your city reduce operating expenses in response to the Tax Reform Act of 1986?

SOURCE: National League of Cities

NORTHEAST

PennDOT Eliminates Hazardous Crossing

During the early 1970s, the Pennsylvania Department of Transportation (PennDOT) decided an undue amount of accidents were occurring on Route 8, a primary roadway leading to Pittsburgh. Further investigations revealed a number of small vehicles were losing control on a timber railroad crossing. Most of the cars were striking a utility pole and five fatalities had resulted.

The department took safety measures such as installing an overhead light, advisory speed signs and chevrons. The department also tried to eliminate the crossing, but the owners said it was their only means of shipping chemicals. Despite the safety measures, the accident rate decreased only slightly.

PennDOT decided the lack of superelevation in the highway curve was contributing to drivers losing control of their vehicles. New rubber railroad crossings were installed in 1981, but the accidents continued.

In 1985, the chemical company was sold. Since resurfacing of Route 8 was anticipated, the department again tried to have the crossing removed. The chemical company agreed to relinquish the crossing if another means of transport could be found. PennDOT proposed building a large pipe under the highway. The culvert would contain a series of pipes and the chemicals would be propelled by pumps within the plant. A loading dock would be constructed across the highway on railroad property.

Using federal funds, a 60-inch pipe was placed in an open trench prior to resurfacing. The highway contractor provided an additional foot of superelevation to the curve. The dangerous crossing now has been eliminated.

Morris County Begins Paratransit System

Funded by state casino taxes, the Morris County, N.J., Department of Transportation (DOT) has inaugurated a paratransit service, called the Morris Area Paratransit System (MAPS), in the 477-square-mile county. MAPS provides more than 40 disabled persons with work trips each weekday,

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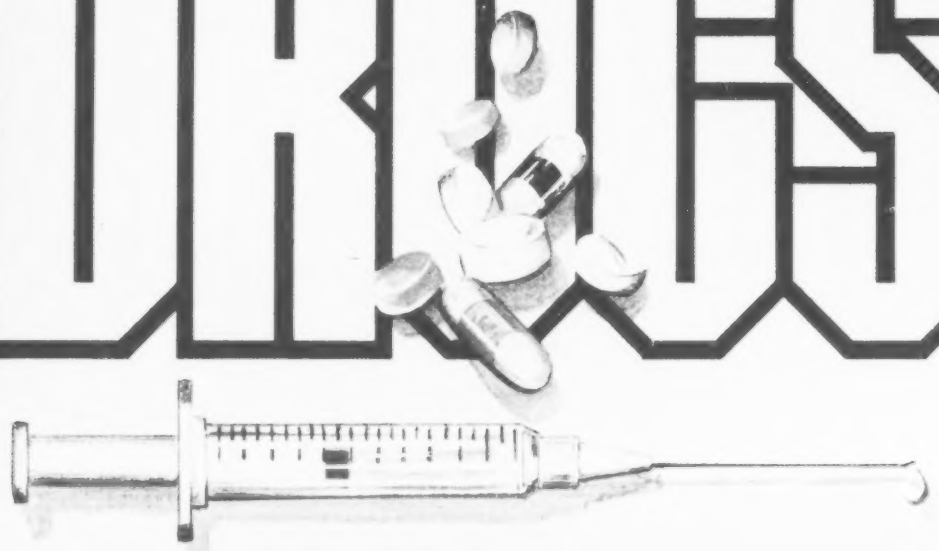


ILLUSTRATIONS BY BRIAN BUXTON

A PERSONNEL NIGHTMARE

While substance abuse among municipal workers may result in productivity losses and absenteeism, most cities say more money is not needed to combat the problem, according to an *American City & County* survey.

By Tim Darnell, Assistant Editor

First in a two-part series

Decreasing job performance and increasing absenteeism resulting from substance abuse are as common among America's municipal workers as in the nation's general population. Substance abuse even in cities with medium-sized work forces is apparent, with alcohol the more common addiction. But according to many high-level city officials, programs designed to combat substance abuse are only moderately effective at best, and throwing more money at the problem is not the answer.

These are the sometimes contradictory results of an exclusive, four-month *American City & County* survey of 100 randomly selected cities nationwide. Sixty percent of those cities surveyed say overall productivity is being compromised by employees who abuse drugs and/or alcohol. Also, 59 percent indicate these employees are prone to absenteeism. But while problems with productivity and absenteeism were evident, a slim majority of 52 percent say no more money is needed for employee substance-abuse counseling programs.

Cities were selected from every portion of the country, with various population sizes and numbers of municipal workers. Forty-five communities with less than 500 municipal employees were surveyed, along with 18 cities with between 500 and 999 public employees, 18 with between 1,000 and 1,999, and 19 with more than 2,000 employees. The smallest city surveyed had a population of 13,749, while the largest had more than 1.6 million people. Mayors, city managers and other high-level officials responded to the nine-question survey.

When asked, "How serious of a problem is substance abuse among your municipal workers?" only 1 percent of the respondents indicate a serious problem, while 43 percent answer "moderate" and 56 percent say "slight." Alcohol, with 94 percent, appears to be the most common form of substance abuse, while 13 percent say drug abuse is a concern, and 10 percent say both are prevalent.

"The use of alcohol is prevalent everywhere in society," says Norman Willis, employee-assistance counselor for Oakland, Calif. "For example, at lunchtime a lot of people have one or two drinks, but that doesn't mean it's going to affect their work or serve as grounds for discipline. However, if it affects work standards, then it can serve as grounds for termination."

The Alcohol and Drug Problems Association of North America estimates 13 million Americans either are alcoholics or problem drinkers, while almost 500,000 are addicted to heroin. The association also reports cocaine use is on the rise, more than 16 million people smoke marijuana, and the use of pyschoactive drugs is increasing.

The National Institute on Drug Abuse (NIDA) performed a 1985 Household

BOOZE

Survey on Drug Abuse. The study indicates use of marijuana decreased from 20 million people in 1982 to 18.2 million in 1985. The 18-to-25-year-old group was determined to have either stabilized or decreased their use of drugs, while the 26-year-old-or-older group was most likely to have increased using drugs.

"The highest number of drug users are not who the politicans say they are," says Carlton Turner, who directed President Reagan's White House Policy on Drug Abuse from 1981 to 1986. "Drug usage among young people has been reduced from one in 10 a few years ago to one in 26 today. The highest number of drug users in the nation currently reside between the ages of 20 and 40. This group mostly abuses marijuana, cocaine and alcohol. The highest number of alcoholics are over 40."

NIDA figures also indicate percentages of older adults (age 26 and older) who use cocaine regularly increased from 1982 to 1985, while cocaine use among younger ages declined. Significant increases with the nonmedical use of tranquilizers and analgesics also occurred among older adults, while it declined among the general population.

Statistics concerning substance abuse among America's municipal workers are scarce. The International City Managers Association devoted its September 1987 issue of *Public Management* to several employee-assistance programs (EAPs) and other strategies local governments are taking to combat the problem. Wendy Smith of the Institute for Professional Development for the American Public Works Association (APWA) says substance abuse was a topic during an informal discussion at the APWA's annual meeting last year.

"For the most part, drug abuse did seem to be a problem, but it was no more or less serious than in the private sector," she says. "But it was interesting that after about 15 minutes on drugs per se, the discussion evolved into a more general discussion of relationships with employees."

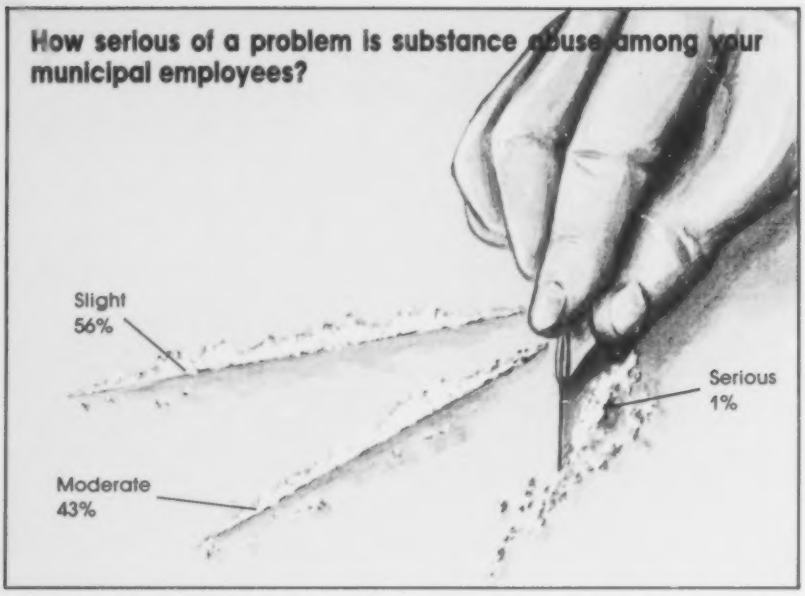
EAPs are prevalent, even in cities with smaller budgets and work forces, according to the survey. Only 30 percent of the cities surveyed do not have an EAP or referral service at all, while 28 percent have EAPs to help personnel with general problems. Forty-two percent had programs specifically designed to help employees with substance-abuse problems. When asked to rate their EAP's effectiveness, 58.2 percent judge their program moderately effective, while 37.3 say "very effective" and 4.5 percent indicate the program is not effective at all.

"To identify substance-abuse alone is pointless without the program to take care of it," Willis says. "Health coverage is needed to back up the treatment. We have an internal EAP and an external program, in situations requiring additional treatment. Our citywide program consists of assessment, identification, referral and consultation."

Trenton, N.J., has an EAP available to its more than 1,600 municipal workers, partially funded by Mercer County. "If there is an indication an employee may have a substance-abuse problem, he or she has the opportunity to enter the program voluntarily and confidentially," says Personnel Director Phil McHugh. "If the employee refuses, and there is a second incidence, then stronger action is taken."

The Alcohol and Drug Problems Association estimates more than 1 million people receive alcoholism treatment and related services each year. Alcoholism-treatment programs have demonstrated recovery rates between 65 and 80 percent. More than 400,000 people receive drug-abuse treatment annually. The association estimates substance abuse costs the nation more than $65 billion each year, with alcoholism costing $49 billion and drug abuse costing $16 billion.

The National Council on Alcoholism estimates alcoholism-treatment expenditures are $15 billion a year. The federal government spends more than $740



million each year for programs and other efforts to combat alcoholism and drug abuse. State and local governments spend an additional $700 million annually through similar programs.

"It is important for people to know what resources are available to them if they have a problem," says Dan Schmidt, director of human resources for Scottsdale, Ariz. "We focus on educating the employee and, according to the figures we have, we have not suffered losses in productivity or absenteeism."

McHugh says substance abuse among public employees is no more or no less than in the private sector. "We don't have any more of a substance-abuse problem than a private employer does with a comparable number of people," he says. Rick Harwood of the Research Triangle Institute, Raleigh, N.C., agrees, and says municipal workers probably are no more immune to drug addiction or alcoholism than any other segment of the population.

"Substance abuse among municipal workers probably is no worse than in society as a whole," he says. "People are people, regardless. A lot of substance-abuse problems are hidden. We have estimated about 10 percent of the nation's adult population have alcohol problems, while 5 percent are drug abusers. The problem seems to be worse in larger metropolitan areas."

Comparatively, the same holds true for areas with larger municipal work forces. Of those cities with less than 500 employees, 78 percent classify substance abuse as slight. But the percentage of cities who answer "slight" decreases as the number of municipal employees increases. Fifty percent of those cities with between 500 and 999 employees say the problem is slight, while 44 percent say "moderate" and 5 percent say "serious." For communities with between 1,000 and 1,999 employees, 65 percent say "moderate." Finally, 74 percent of cities with more than 2,000 workers indicate a moderate substance-abuse problem.

The survey also indicates productivity losses and absenteeism, while not prevalent in cities with less than 500 employees, are more widespread among cities with mid-sized to larger work forces. A total of 72 percent of cities with between 500 and 999 employees say substance abuse affects performance, and 83 percent say they have resulting higher absenteeism rates. For cities with between 1,000 and 1,999 workers, those numbers are 59 percent and 65 percent, respectively. Eighty-four percent of metropolitan areas with more than 2,000 employees say they suffer losses in productivity, while 74 percent acknowledge absenteeism problems.

Coming Next Month

In the April issue of *American City & County*, part two of "Drugs and Booze — A Personnel Nightmare" will examine what local governments are doing to solve substance-abuse problems among their employees. Several cities, including Albany, Ga., Moline, Ill., Los Angeles and Phoenix, Ariz., have adopted comprehensive substance-abuse policies to aid and assist employees addicted to drugs or alcohol.

Drug testing — its accuracy and its implications — also will be discussed, as experts in the field will offer their comments on how local governments can develop confidential, reliable drug-testing procedures. Look for part two of this series next month. □

"We see the entire issue of substance abuse as a productivity problem," says Alfred Gatta, city manager of Hartford, Conn. "We do have a slight problem, and we are combatting it through a $50,000 EAP. This program provides counseling and other basic services."

"It would be naive to say substance abuse of any kind does not affect overall productivity," says Shirley Kanode, human resources administrator for Tempe, Ariz., which employs approximately 1,200 full-time workers. "In general terms, drug addiction or alcoholism certainly affects the situation. In addition, chronic abusers of sick-leave privileges often are found to have a substance-abuse problem.

"We are now in the process of educating our supervisors to help them more readily identify employees with problems such as these and referring them to our EAP," she says. "But, regardless of money, we are doing everything we can do now."

Despite a seeming recognition of the problem, most respondents do not feel additional funding is needed. This fiscal reluctance is most evident among cities with less than 500 employees, as 62 percent say more money for counseling programs is not needed. Fifty-six percent of those cities with between 500 and 999 employees say they would like to see additional funding, but 59 percent with between 1,000 and 1,999 say it is not needed. Finally, 68 percent of cities with more than 2,000 workers say more programs and more money would help.

"Even one employee with a drug or alcohol problem affects productivity," says Gainesville, Fla., City Manager W.D. Higginbotham. "We have found people with high absenteeism rates have a substance-abuse problem. We really don't know if we have a problem or not; we are putting a program in place this year. We discipline very strictly, but we do give the employee a chance to rehabilitate."

Nearly all cities surveyed (92 percent) discipline employees if caught abusing drugs or alcohol on the job. "We view the situation of abusing alcohol on the job more seriously than we do abusing it off the job," says Walter Denton, personnel director for Hamden, Conn. "But if the situation does not affect performance on the job, it is likely we won't be able to discover it."

The problem of identifying employees addicted to drugs and/or alcohol is a common theme reflected by many of the survey's respondents. "It is extremely difficult to identify an employee who may have a substance-abuse problem," McHugh says.

Turner, now president of BioScience Inc., South Plainfield, N.J., says, "Most department supervisors and

managers are older, and the only experience they've had in determining substance abuse is if they have seen it themselves. Otherwise, they haven't had any training to observe these problems. There are some people out there who don't want to deal with this problem. But a commitment is needed to acknowledge the problem and commit to a substance-free environment."

The issue of drug testing in the public work place has received some attention from municipal managers. James Mercer, president of Mercer/Slavin, Atlanta, a local-government consultant, says, "We have an increasing number of our clients express concern about whether drug testing can be required for high-level, managerial positions."

Of the 100 cities surveyed, 75 percent require no form of pre-employment testing. Larger cities seem more comfortable with testing employees for narcotics. Forty-seven percent of cities with more than 2,000 employees require mandatory testing, compared with only 16 percent of those cities with less than 500 employees. Turner says the issue "has municipal governments shaking in their boots.

"There are two groups of people in this situation," he says. "There are those who will be sued and those who have been sued. But unless some leadership at the local level is willing to come forth, nothing will be resolved. Lawyers should not be allowed to set policy. They provide good advice, but city leaders are the ones who have to set the policies."

Testing employees for drugs and other foreign substances is just one response by municipal managers to drug and alcohol addiction among their employees. How can a community develop a drug-testing procedure and, in the process, avoid alienating its employees and its general population? How reliable is drug testing today? Have any cities developed a model EAP or substance-abuse program that has proven effective and legal?

These and other issues will be explored next month, as *American City & County* will look at solutions to a problem more and more municipal managers may face in the near future. As Turner says, "This is not a political issue. A Democratic or Republican label cannot be placed on it, and it can't be voted in and out of office every year. It is a people issue, a social issue, and the only way something can be done about the problem is to finally admit that it's there." □

Additional research was provided by Vené Franco and Susan James, editorial assistants for **American City & County**.

Confrontation: Key to Employee Rehabilitation

Early signs of substance-abuse problems are subtle. The escalating dependence on drugs and alcohol often is invisible to family, friends and even to the abuser, so outward signs can be hard for an employer to detect. According to a study by the Charter Hospital of Columbia (Mo.), increased tolerance for the substance, turning to the substance to relieve stress, blackouts (periods of memory blankness), and lying about drinking and drug use all indicate the beginning of a substance-abuse problem. In most cases. however, an employer will not be able to observe this process.

What can be seen is an employee who is absent often, comes in late and leaves early. Specific signs of a substance-abuse problem include a disheveled appearance, drastic mood changes between morning and afternoon (when the morning hangover has subsided and the lunchtime cocktails have taken effect), increased use of cologne and mouthwash (to hide tell-tale odors) and frequent trips to the restroom.

The general symptoms of substance abuse are increasing absenteeism, paranoid and antisocial behavior, physical deterioration and steadily decreasing productivity, according to the Charter study.

In the early stages, an increased dependency on alcohol or drugs results in regular absences, increased sensitivity to criticism and complaints from fellow workers. An abuser who lies to self and family about drug or alcohol consumption often begins to lie on the job, too. A general decrease in efficiency, manifesting itself in missed deadlines and careless mistakes, occurs as use of alcohol or drugs begins to affect judgment and attention span.

Well into the addiction, the abuser exhibits less skill in keeping up a front, taking frequent days off for vague reasons. An addict will exaggerate work accomplishments to make up for decreased productivity, and does not get along with co-workers. Paranoia causes unreasonable feelings of resentment toward others.

What an employer usually cannot see at this point is the surreptitious drinking, intense hangovers and guilt about the problem causing this behavior. In private life, the abuser probably is having financial difficulties and family problems.

In addition to the already poor quality of work being produced, serious domestic problems, including family separation, begin to interfere further with job performance. A chemically dependent employee may be hospitalized more than usual, may be in trouble with the law or display an apparent loss of ethical values. Behind the scenes, the employee is drinking alone, neglecting food and failing in efforts to control the problem.

Blatant evidence of alcohol and drug abuse comes to light only in the last stage, when the abuser is so far into the addiction other activities are seen as interfering with the habit. The abuser is not as successful, as in earlier stages, at hiding the situation, and often will be absent for days at a time. Signs of physical deterioration are visible by now, and the abuser may be drinking or using drugs during working hours, instead of during lunch and non-working hours. This is the critical point, at which the employee must either seek help or be fired.

Many of these symptoms are vague, and can occur in various degrees. Since drug addiction is not the only reason a person might be absent frequently or display strange behavioral changes, the best course of action is to approach troubled employees from a job-performance standpoint, recommends John Hubbs, program director of the hospital's Chemical Dependency Unit. While an employer may be out of bounds in speculating on an employee's private problems, the employer is entirely within rights in confronting that employee with a record of deficient job performance.

According to Hubbs, this approach is very effective. "We find that supervisors have more influence over dependent employees than even family members," he says.

Pinpointing drugs or alcohol is not necessary since any personal problem affecting job performance is grounds for employer intervention. "It would be nice if we could say, 'Keep your personal problems at home,' but it just doesn't work that way," Hubbs says. If an employer can get the employee into an employee-assistance program, the precise nature of the problem can be determined. Intervention at work by a supervisor may well be the turning point in the life of a chemically dependent person, the point where help finally is received. □

This article was written by Susan James, editorial assistant for **American City & County**.

MUNICIPAL COST INDEXES

March witnessed the first time in 16 months the **Municipal Cost Index** dropped. The index read 353.6, a 0.1-percent decline from February. The **Producer Price Index** also dropped 0.1 percent from last month's 311.9. The **Construction Cost Index** declined the most, 0.2 percent to 389.3. The only index registering no change from February was the **Consumer Price Index**, at 345.7.

Passenger cars dropped 2.5 percent from last month to 240.0, while heavy motor trucks dropped 2.7 percent from last year. Motor vehicle parts read 368, mining machinery and equipment registered 386.7, and construction equipment dropped 0.4 percent from February.

—Compiled by Tim Darnell

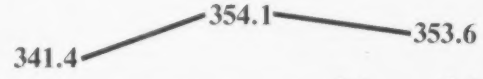
THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	151.7	0.6	1.5
Apparel	188.2	0.3	0.1
Asphalt Roofing	380.8	0.1	1.7
Chemicals, Industrial	345.6	0.6	8.7
Coal	509.8	−0.1	−4.7
Concrete Products	325.9	−0.2	0.3
Construction Machinery	377.6	0.4	2.2
Diesel Fuel	459.7	−5.8	28.6
Electric Components	204.2	0.4	0.5
Electric Lamps	349.5	−0.8	0.5
Electric Power	445.5	0.1	−0.3
Engines, I.C.	360.0	0	1.8
Fans, Blowers	376.3	1.3	1.9
Fertilizers, Mixed	273.7	1.8	11.5
Floor Coverings	202.2	−0.4	2.2
Flow Instruments	242.0	−0.2	1.7
Footwear	273.8	1.4	3.7
Foundry Products	368.5	0.1	1.5
Fuel Oil No. 2	479.5	−5.4	24.4
Furniture	265.0	0.9	3.8
Gasoline	381.3	−6.2	20.6
Generator Sets	364.3	0.7	3.1
Glass	242.4	0.7	3.8
Glass Containers	399.9	−0.3	0
Gypsum Products	310.6	1.6	−10.6
Hardware	311.1	0.5	1.9
Heating Equipment	270.9	−3.8	− 0.3
HVAC Controls	131.8	−0.3	0.2
LP Gas	370.0	−1.8	25.3
Lubricants	343.2	−2.0	−0.9
Lumber	345.5	0.4	9.0
Metal Fabrications	331.3	1.2	4.7
Millwork	333.7	−0.1	4.6
Motor Vehicle Parts	368.0	0.2	2.5
Mowers	267.2	0	1.1
Natural Gas	1042.6	3.0	−4.1
Office Machines	159.8	0.2	2.8
Paint	331.6	−1.2	6.2
Paper	328.3	0.4	4.8
Passenger Cars	240.0	−2.5	−3.1
Plumbing Fixtures	338.6	0.3	5.1
Plywood	241.9	−1.5	3.6
Portland Cement	345.4	−0.3	1.1
Residual Fuel	587.4	−5.9	27.1
Sand, Gravel	330.2	0	2.8
Sanitary Papers	384.7	−1.0	0.6
Soaps, Detergents	282.5	0.5	3.4
Sporting Goods	212.4	0.5	2.7
Steel Mill Products	371.6	0.9	6.4
Struc. Clay Products	319.8	0	3.7
Switchgear	290.2	−0.3	1.8
Tires, Tubes	235.1	1.0	1.9
Transformers	243.2	1.1	3.1
Trucks	337.3	0.6	−2.7
Valves	109.8	0	2.1
Wire, Cable	249.4	9.3	21.7
Wiring Devices	390.5	0.2	2.6

At-A-Glance Changes

MUNICIPAL COST INDEX

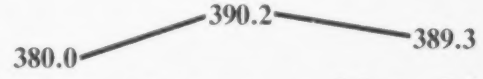
Last Year | Last Month | This Month



Percent Change From Last: Month −0.1 Year 3.6

CONSTRUCTION COST INDEX

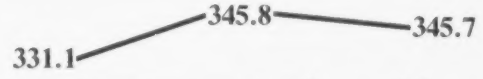
Last Year | Last Month | This Month



Percent Change From Last: Month −0.2 Year 2.4

CONSUMER PRICE INDEX (BLS)

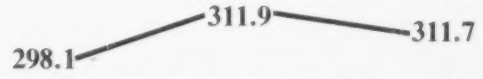
Last Year | Last Month | This Month



Percent Change From Last: Month 0 Year 4.4

PRODUCER PRICE INDEX (BLS)

Last Year | Last Month | This Month



Percent Change From Last: Month −0.1 Year 4.6

These figures are calculated on a base year of 1967.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	657.6B	1.0	5.0
Federal Grants	103.5B	−2.4	− 5.5
Durable Purchases	27.8B	3.0	11.6
Consumables	44.6B	3.5	16.7
Services	413.1B	2.1	8.2
Structures	61.4B	−2.1	− 1.8
Salaries, Wages	325.6B	1.8	7.8
Surplus	87.5B	2.9	10.0
Employment	14.280M	0.3	1.8